

CPHE

A-3

OFFICE OF THE
REGIONAL HOME ECONOMIST,
RAJENDRANAGAR, HYDERABAD-6.
(Post Himayathsagar)



Road to Welfare State

THE PUBLICATIONS DIVISION

12234

SOCHARA

Community Health

Library and Information Centre (CLIC)

Centre for Public Health and Equity

No. 27, 1st Floor, 6th Cross, 1st Main,
1st Block, Koramangala, Bengaluru - 34

Tel : 080 - 41280009

email : clic@sochara.org / cphe@sochara.org

www.sochara.org

SOCHARA***Community Health Library and Information Centre (CLIC)***

Centre for Public Health and Equity

No.27, 1st Floor, 6th Cross, 1st Main, 1st Block, Koramangala, Bangalore -34

THIS BOOK MUST BE RETURNED BY THE DATE LAST STAMPED		



A-3



सत्यमेव जयते

Issued on behalf of
MINISTRY OF COMMUNITY DEVELOPMENT,
NEW DELHI

Second Edition, May 1957 (Vaisakha 1879)

Published by the Director, Publications Division, Ministry of
Information & Broadcasting, Government of India, Delhi, and
Printed by Chandra Sekhar Roy, at Ananda Press, Hindusthan
Standard Buildings, Qutab Road, Ramnagar, New Delhi.

12234

SOS-100

NS7

PREFACE

The Prime Minister, while addressing the National Development Council in November 1954, said that what he had in mind about "Future India" was "definitely and absolutely a socialistic picture of society". He said that he was not using the word in a dogmatic sense at all. Nor was it the intention to eliminate private enterprise. But the acquisitive instinct was not only absolutely out of date but it was also immoral.

To bring about this new society based on equality of opportunity, in which the means of production should broadly be socially owned and controlled for the benefit of society as a whole, as the Prime Minister foresaw, it is necessary to have a revolution in our entire approach and attitude. This is especially so because a transformation of society for the common good does not take place by mandates from above. There has to be pressure generated within. It is here that the revolutionary role of the community programme comes into full play.

The Prime Minister added that he attached the greatest importance to the Community Projects and the National Extension Service, which were something basically revolutionary. This programme has been in operation in the country for more than four years. The present pamphlet seeks to bring out the revolutionary character of the programme and the role that the people, the people's representatives and the people's servants have to play in the consummation of the new social order—the foundation of the Welfare State envisaged in the Constitution.

OFFICE OF THE
REGIONAL HOME ECONOMICS
RAJENDRANAGAR, HYDERABAD-6.
(Post Himayatnagar)

CONTENTS

	<i>Page</i>
I Welfare State	5
II Prelude	6
III August 15, 1947	8
IV Five Year Plans	10
V Community Projects—A Plan of the People, by the People, for the People	13
VI October 2, 1952	17
VII National Extension Service	19
VIII The Army on the March	24
IX The Score Board	30
X Programme in the Second Plan	36
XI People's Organization— the Crux of the Programme	39
XII People's Servants	41
XIII The Ultimate Master	43
XIV "Inquilab Zindabad"	45
XV Wider Horizon	46

CHAPTER 1

WELFARE STATE

The Welfare State is the consummation of a people's movement in which the people, the people's representatives and the people's servants march together to a common destiny.

In the world today some States assert that the State is supreme; the individual lives for it and is but a part of the State. Others claim on the other hand that the individual is supreme and the State is an organ only to sub-serve the individual. Caught between the two, the growing mass of humanity groans and struggles to discover a way of life where the lowliest individual can have

“The Right to Live”

“The Right to Work for a Living” and

“The Right to Receive What is Earned.”

The Constitution of India lays down that the goal of the Indian people is a Welfare State in which the individual will live for the community and the community for the individual; that India shall move forward in the comity of nations with a welcome for all and malice to none.

CHAPTER II

PRELUDE

For 200 years we struggled against the yoke of alien rule. The alien masters turned us into strangers in our own homeland. We were already divided into a multitude of groups—from princes to pariahs. The division received further extension at the hands of our new masters. Traditional life in the villages began to dry up at the source as men and materials began to flow in a one-way traffic to the cities and towns which came into being to provide markets for imported goods and the consolidation of the imposed administration. In between the dry fields and the blazing lights of the fast-growing cities struggled the masses of our people for a crumb of bread, a wrapping round the loins and a leaking thatch overhead. The carnival went on to the amusement of the world till the bubble burst and we woke up from our dreaded dream at last to discover to our horror that we were on the verge of bankruptcy—a nation without a soul. We rebelled.

The rebellion was confined at the initial stages to platform speeches, aiming to drive out the foreign rulers, with their deeply entrenched armies, by the force of verbal acrobatics. The alien masters laughed, for they knew that the fire-eating orators by and large were commodities purchasable on easy instalments. They need not be taken seriously.

In the process, however, there occurred a little incident—the Jalianwala Bagh Massacre. The incident, which was the minor pastime of a British Officer, shook the nation to its very roots. Out of the debris of our shattered illusions sprang up a little man, frail in stature, with little gift of speech but built of seasoned steel. Under the magic spell of this Master, the dumb received their voice back. The downtrodden straightened their spines.

As one man, the nation responded to his call. The battle began. Thousands lost their lives, many more lost their all, a still greater number suffered the tortures of life in gaol repeatedly.

The Second World War came. It was over. Its aftermath saw even the army in revolt. The naval mutiny was the last straw. Our rulers found that the fortress was crumbling from within. Wise people as they were, they chose one fine morning to quit at short notice. "Is it true?" we asked ourselves in wonder.

CHAPTER III

AUGUST 15, 1947

The midnight bell tolled on August 14, 1947. The alien rulers left. They left in right earnest. The leaders of the nation took over the keys of the State. They were strangers to administration. The machinery of the State was depleted by the departure of key personnel on the date of the change-over. There was, besides, the problem of getting this machinery, hitherto accustomed to rule by the sword, to serve a free people.

The years of the War immediately preceding the event had depleted our granaries. The railroads, posts and telegraphs and the machinery of production were worn with fatigue, demanding immediate replacement. Inflation had already knocked the bottom out of the Indian economy, with universal distress in its wake.

The Cataclysm

These problems were mighty enough. But Providence had still greater trials in store for us. With the transfer of power the country, which was one, was vivisected into two autonomous parts. There started a colossal exodus of Hindus from Pakistan and Muslims from India. Millions of people who had been settled for centuries as neighbours in well-adjusted professions jumped at each other's throats. There came a general massacre unheard of in recent history. It seemed as though a dark age had descended afresh on us. At the height of the debacle, we killed the Master who was the Father of the Nation and who had won us our freedom. The shock of this sacrilege made us look once again within. There followed a lull. We began at last to wake up from the nightmare and to take stock.

Eight million people displaced from Pakistan had to be provided with food, immediate shelter and a secure means

of livelihood. The machinery of the Government was harnessed to the task. The people, the people's representatives and the servants of the State worked together as one man. Jungles were cleared; new towns and villages sprang up in hundreds. Industries, large, medium and small, and small crafts began to take shape as if by magic to provide the wherewithal of life to the new citizens. The displaced people and the older population began to rub shoulders and think of the road ahead.

CHAPTER IV

FIVE YEAR PLANS

The problems that faced the country were pressing for urgent answers. Our immediate resources were limited. With the alien masters gone, New India was in a position to plan for her own development, fixing priorities among competing needs and laying down clear objectives for the Welfare State. With this in view came the first Five Year Plan—a plan for the optimum utilization of our human and material resources in the planting of an orchard for posterity.

Food was the item we most needed. As a free nation we could not afford to stand with a beggar's bowl before others. So came the multi-purpose schemes, such as the Bhakra-Nangal, Hirakud, Damodar Valley, Tungabhadra, Bhawanisagar and many other projects to provide water for the parched fields and electricity to run our crafts and industries and to light up the dark corners of our homes. Our fields had been drained of vital nutriments. These needed quick hormone treatment. Thus came the Sindri Fertilizer Factory.

Our railways were running with worn-out locomotives. Came then the Chittaranjan Locomotive Works. Modern times called for travel by air. We built the Hindustan Aircraft Factory. We needed ships for our coastal traffic. Came the Vishakhapatnam Shipbuilding Yard. Our factories needed machine tools. So came the Bangalore Machine Tool Factory and the Ambarnath Factory for machine tool prototypes. In these days of science we could no longer wait for all our knowledge to come from abroad. So came the chain of research laboratories, engineering and technological institutes.

Our ports and harbours had to be rehabilitated. We had to build new airfields to cope with the increasing air

traffic. There had to be large and small-scale industries to provide employment for the increasing number of unemployed, and consumption goods in larger quantities for our people living below subsistence standards. Housing had to be planned for the large masses of our industrial workers and so also roads for the increasing traffic. There had to be facilities for social welfare in the form of education for millions of our school-going children; hospitals and health facilities for the neglected in the countryside.

In short, an economy which had been static for generations had to be revitalized and a new and better way of life had to be opened to the people. The immediate objectives of the Five Year Plan were, therefore, larger production in all spheres, increased employment and social justice. These objectives, however, would take time for their full realization. The first Five Year Plan was to be a beginning in the direction of the ultimate objectives. Considerable progress has already been made in the realization of those objectives, and the achievements during the first Five Year Plan period are encouraging. As compared with the basic year of the Plan, 1950-51, agricultural production today is substantially higher. The tempo of industrial output has increased, and a larger number of articles which formerly had to be imported from abroad are now being manufactured within the country. While the State-owned DDT and penicillin factories are producing much needed insecticides and anti-biotics in large quantities, the installation of an atomic reactor marks a new milestone on the road to scientific progress.

The first Plan has now been followed by the second. It envisages a much larger effort and provides for a budget of Rs. 4,800 crore in the public sector. It seeks to carry forward the process initiated in the first Plan period. It lays down higher targets of achievement in various fields. Many of the multi-purpose schemes started in the first Plan will be completed during the second Plan period. More fertilizer factories will be set up, including one at Nangal. All these will lead to increased agricultural pro-

duction, which is vital for maintaining a stable economy to ensure the success of the second Five Year Plan.

Aiming at rapid industrialization, the second Plan gives pride of place to industry. The first step in this direction is the development of basic and heavy industries. The production of iron and steel, therefore, gets top priority. Three new steel plants of one million tons' ingot capacity each are to be set up in Orissa, Madhya Pradesh and West Bengal. The National Industrial Development Corporation will foster the manufacture of industrial machines and machine tools. Apart from the setting up of heavy chemical industries, the Plan also envisages the expansion of existing units like the Hindustan Machine Tool Factory.

The development of cottage and small-scale industries finds a special place in the second Plan. Providing Rs. 200 crore for their development, the Plan seeks not only to revive old crafts but also offers fuller and more employment both in the rural and urban areas. This process is sought to be further accelerated through the co-operative method.

For the movement of goods and people in an expanding economy, due emphasis has been laid on the development of transport facilities. The capacity of the Chittaranjan Locomotive Works will be more than doubled. A new factory will be set up for the manufacture of metre-gauge coaches and the capacity of the existing Integral Coach Factory will be further expanded.

Similarly, due emphasis has been laid on the provision of social welfare amenities like housing, welfare of backward classes, health, education, etc.

The second Plan thus is yet another step in the process of achieving the ultimate objectives of raising the standard of living of the people and establishing social justice.

CHAPTER V

COMMUNITY PROJECTS—A PLAN OF THE PEOPLE, BY THE PEOPLE, FOR THE PEOPLE

India is a land of 362 million. The first Five Year Plan provided for a budget of a little over Rs. 2,200 crore. Many of the projects included in the Plan were big schemes involving heavy investments, specialized equipment and advanced scientific techniques. In the very nature of such projects the people at large did not have the opportunity of direct participation in them, except those who came in as paid employees.

Freedom, however, was meant for all with all its rights and obligations. In the capital towns the national flag fluttered, but the news of the revolution had still to travel to the hearts of the hundreds of millions who dwelt, slogged and starved in the withering countryside. To act as the herald of the message and to lay the foundation for the Welfare State came the new scheme—COMMUNITY PROJECTS—a plan of the people, by the people, for the people.

India is a sub-continent. It could not be covered at one stroke. We lacked the strength of finance, much more so of trained personnel. Therefore, the new programme had to be staggered and sited in select areas to serve as pilots for the future.

The project area, accordingly, was designed to cover a population of about 200,000 divided into three blocks of approximately 66,000 each. Fifty-five such projects were conceived as the first instalment. The aim was to concentrate in these areas the technical resources of the Government in a single-line organization under one single control. Finance, which was estimated at Rs. 65 lakh for a project area in the first instance, was provided to serve as a catalyst. The scheme was to get the people to plan for their develop-

ment in their vital needs of life from the village upwards. The gaps in the countryside were yawning wide what with neglect and the one-way pumping towards the cities and overseas. The programme had perforce to spread to all fronts. To quote from the original Draft Outline issued by the Government of India :

“The purpose of the Community Project shall be to serve as a pilot in the establishment, for the men, women and children covered by the project area, of the “Right to Live”, food—the principal item in the wherewithal for this purpose—receiving the primary emphasis in the initial stages of the programme.”

The following activities, given top priority, were intended to answer the purpose :—

a) *AGRICULTURE AND ALLIED FIELDS*

- i) Reclamation of available virgin and waste lands;
- ii) Provision of water for irrigation through canals, tubewells, surface wells, tanks, lift irrigation from rivers, lakes, pools, etc.;
- iii) Provision of quality seeds, improved agricultural techniques, improved agricultural implements, marketing and credit facilities, veterinary aid, breeding centres for animal husbandry, development of inland fisheries;
- iv) Soil research and manures; fruit and vegetable cultivation, arboriculture, including planting of forests, and reorganization of dietetics.

b) *COMMUNICATIONS*

Provision of roads, encouragement of mechanical road transport services and development of animal transport.

c) *EDUCATION*

Promotion of compulsory and free education at the elementary stage, high and middle schools, social education and library services.

d) *HEALTH*

Provision of sanitation and public health measures, medical aid for the ailing, pre-natal and ante-natal care and midwifery services.

e) *TRAINING*

- i) Refresher courses to improve the standard of existing artisans;
- ii) Training of agriculturists, extension assistants, supervisors, artisans, managerial personnel, health workers and executive officers for projects.

f) *VILLAGE INDUSTRIES*

Promotion of cottage, medium and small-scale industries.

g) *HOUSING*

Promotion of improved techniques and designs for rural housing and housing in rural-cum-urban areas.

h) *SOCIAL EDUCATION AND COMMUNITY LIFE*

Provision of community entertainment based on local talent and culture; audio-visual aids for instruction and recreation, organization of local and other sports, melas, etc.

i) *CO-OPERATIVES*

Promotion of co-operatives in villages as economic organs to provide facilities for credit, marketing and technical assistance to all rural citizens, especially the under-privileged.

j) *PANCHAYATS*

Promotion of the panchayat as the basic institution of local self-government, which could provide a base on which democracy could grow organically from the family to the nation's Parliament.

The list is formidable both in scope and magnitude. A government agency, howsoever extensive, cannot implement the programme on its own. The existing financial resources can cater only for the essential items of development primarily concerned with the community as a whole,

provided every item of expenditure can be supported by the village people with their own contributions in cash or voluntary labour during off-hours and in the off-seasons.

A substantial part of the development necessarily falls on the shoulders of the villagers themselves. The villagers must take the initiative to decide what they need most, and in what order. They have to gird their loins and get down to the ground with the axe and the shovel, and start multi-purpose development on their own individually, collectively and in groups. Government agencies will be there to act as complements to the people, obeying their behests in every phase of the activities and at every stage of the programme.

CHAPTER VI

OCTOBER 2, 1952

BAPU was no more. While he was, he lived for the people. We knew Bapu could not be gone but into the hearts of our common people, wherein he lived and wherein he drew his last breath. The 55 projects conceived as the first instalment for the revitalization of the now depleted villages were, therefore, inaugurated on Bapu's birthday, October 2, 1952. The programme began with the President of the Republic inaugurating the scheme and the Prime Minister lifting baskets of earth to build a village road in a project adjoining Delhi. The Chief Ministers of the States, Ministers and prominent people in all walks of life rolled up their sleeves and joined the mighty new sacrament. Fifty-five projects spread out evenly in 81 areas in all the States opened a new chapter in the life of our rural people.

Our village people, shy and timid, hitherto unaccustomed to their representatives except at election time, and to the State servants except for exaction, were taken by surprise. They saw, to their amazement, that government servants were there not as tax collectors but to serve them; that their representatives were also there shovel in hand, even though the election had just passed off. It was a shock. They responded, plunging headlong. Roads began to be built. New schools, community centres and hospitals started sprouting overnight. Agricultural demonstration plots, breeding and artificial insemination centres, fruit and vegetable gardens and nurseries began to spring up.

New village wells, the reconditioning of old ones, the paving of village lanes and drains assumed the form of a new mass movement. Villagers, men and women, old and young, came in increasing numbers and joined the programme in the spirit of a sacrament.

The machinery of government, which was suspect in the eyes of all—an instrument of repression in the hands of alien masters—began to acquire a new character. Government servants, hitherto confined to their ivory towers, began to rush into the field in increasing numbers to join the people in the new war against the triple enemies that oppressed the nation—hunger, disease and ignorance.

CHAPTER VII

NATIONAL EXTENSION SERVICE

The programme, which had been scoffed at by cynics and saints alike, aroused a new faith. There came a clamour for the universal multiplication of the programme to cover the country as a whole. With our resources tied up with other major schemes of an essential character, we did not have the finances such as a country-wide coverage would demand. A hurdle which was still harder to cross was the shortage of trained technical personnel, which in its very nature needs time to build up.

The areas in which the original programme functioned were virtual islands in the existing administration of the Government, inasmuch as the Project Officer in charge of a project had no organic link with the existing administration, except at the top level, and the same was the case with the other technical functionaries attached to his organization. The problem also remained as to the nature of the permanent organization of the Government which could continue providing technical and administrative guidance to the people after the intensive period of the programme had expired.

Thus the programme not only needed expansion ultimately with a view to covering the whole country but also integration with the existing administrative machinery. Isolated experiments in rural development had been attempted in the past in various parts of India, e.g., the extension programme in Baroda; rural reconstruction work in the Punjab, and at Martandam in Travancore-Cochin State; the firka development scheme in Madras; the community schemes in Etawah, Nilokheri and Faridabad. All had applied the principle of extension on a comprehensive scale, although in a limited area. The experience gained from these experiments pointed to one conclusion, namely,

that development is an indivisible process and that there is no room for prosperity islands on land. Prosperity must spread, and extension ultimately must be co-extensive with India as a whole. Thus came the programme of the National Extension Service.

The National Extension Service in India, as contrasted with extension merely in agriculture as in other modern countries of the world such as the United States, had to follow our own community development pattern and extend to all facets of life in the rural areas. Our administration, which worked in water-tight compartments, demanded an early synthesis so as to provide a single-line approach in all matters of development from the Centre down to the ground. The States, which functioned in isolation from each other, had to subordinate the emphasis on their individuality to the national approach if the Five Year Plan was not to be bogged down in a morass of communal and parochial interests.

Organizational Pattern

The organization of the National Extension Service was, therefore, made to follow the well-tried pattern of the first set of pilot projects. At the State headquarters there is a State Development Committee, consisting of the Ministers of all the Development Departments, presided over by the Chief Minister as the Chairman and with a very senior officer, such as the Chief Secretary or the Additional Chief Secretary, as the Development Commissioner, functioning as Secretary to this Committee. The Development Commissioner co-ordinates the activities of various Development Departments pertaining to the Community Development and NES areas. In the districts, the Collector, hitherto responsible for the maintenance of law and order and collection of revenue, similarly co-ordinates the work of District Heads of Development Departments.

The co-ordination is maintained by the Sub-Divisional Officer at the sub-division level. Further below, the Block Development Officer, holding charge of a Block of approximately 100 villages with a population of about 66,000, is

responsible for co-ordinating the functions of the technical team at his level.

The official organization at the block level symbolizes the Welfare State in action, from where assistance in agriculture, animal husbandry, public health, education, social education, co-operation, village industries and rural engineering needs flow.

Village Level

The new welfare centre—the block headquarters—is manned by specialists in various subjects concerning rural life. At the village level there is a multi-purpose village-level worker responsible for the multi-purpose needs of a population of 5 to 6 thousand comprising about 10 villages. He receives training for looking after the multi-purpose needs of village life, such as agriculture, animal husbandry, public health, co-operation, panchayats, social education and village industries. The village-level worker works at the village level with representatives of the village people and other functionaries of the Government, if any, including school-teachers. He brings up problems from the ground and poses these for the block level specialists, receives instructions from them and transmits these down the line to the ground. The Block Development Officer provides the co-ordination. In the same way the technical personnel are linked with their technical departments all along the line, and with the research centres. The administrative links are provided from the village-level workers to the Block Development Officers, Sub-Divisional Officers, Collectors and the Development Commissioners.

People's Organization

The government organization in a democracy is not complete without the people's organization linking with it. Therefore, the scheme provides for the development of village panchayats, Block Advisory Committees and District Planning Committees so as to provide an open forum for the people and their representatives to be linked at

every stage of the administrative ladder from the village to the State Legislature. When the picture is complete, it not only provides a representative of the Government in its totality in the village-level worker, but also a representative of the Legislature in the village sarpanch, who is in direct line from the Chief Minister.

It will justifiably be argued that the provision of technical staff under the N.E.S. alone will not serve the present needs of the villages. The villagers, through centuries of one-way traffic towards the towns, have been drained of their vitality, not to speak of the surplus. Therefore, in the initial stages there has to be some provision for finance as a nucleus around which the village people can build and implement their programmes with their own growing resources.

The target set out in the first Five Year Plan, of covering about a quarter of our total population with N.E.S. and C.D. Blocks, has been achieved, which means that in a quarter of India the primary emphasis of the Government has switched over to welfare. Such a shift in emphasis will have taken place to cover the entire country by the end of the second Plan period.

Finance For The Projects

The State Governments as they stand today do not have the resources in money or personnel to cope with an expanding programme of this size. They will have to receive Central aid. The Government of India, accordingly, has undertaken to provide the major part of the finance as loans and grants-in-aid, and also technical and administrative guidance in the implementation of the programme.

During the first Five Year Plan period, a total provision of Rs. 90 crore was made for the Community Projects and the Extension blocks. The second Five Year Plan makes a total provision of Rs. 200 crore for the Community Development and Extension blocks. The Community Projects also receive some assistance from the Government of the U.S.A. under the Indo-U.S. Technical Co-operation Programme.

For the first set of 55 projects, which were estimated to cost about Rs. 40 crore, U.S. assistance, which was mainly by way of equipment, supplies, etc., came to about Rs. 4 crore or about 10 per cent of the total expenditure. A similar measure of assistance was provided by the U.S. Government for the 55 Community Development blocks launched in 1953.

From the beginning, the Ford Foundation has been assisting India in regard to training thousands of project workers. The Ford Foundation also provided assistance for launching 15 pilot projects for rural development.

For the National Extension Blocks there is no foreign assistance.

Central Control

For the execution of the programme, a new organization was set up under the name of the "Community Projects Administration", working under the general guidance of a Central Committee with the Prime Minister as Chairman. The C.P.A. consists of technical and administrative specialists representing the multi-purpose character of the programme, who receive their technical guidance from the respective Ministries. The C.P.A. has recently been raised to the status of a Ministry headed by a Minister of Cabinet rank. The organizational chart of the agency for implementation of the programme from the Centre to the ground is given in Appendix III (Charts 2 and 3).

CHAPTER VIII

THE ARMY ON THE MARCH

The character of the programme which is to fight the triple enemies—hunger, disease and ignorance—demands highly trained personnel in all spheres of activities and at all levels. If the country as a whole is to be covered, the size of the new Army of Liberation will exceed the army we now have for Defence.

The following table gives a broad indication of the personnel in various categories that we require up to the block level. The supervisory and administrative personnel at other levels still have to be added. Their number is not an insignificant one.

Staff For A National Extension Service Block

Block Development Officer (to assist the Sub-Divisional Officer)	..	..	1
Extension Officers (for agriculture, animal husbandry, co-operation and village and small-scale industries)	..	..	4
Social Education Organizers (1 man and 1 woman)	..	..	2
Overseer with public health bias	..	..	1
Village-Level Workers	..	..	10
Progress Assistant	..	..	1
Accountant-cum-storekeeper	..	..	1
Cashier	..	..	1
Typist-clerk	..	..	1
Class IV staff	..	..	3
Driver	..	..	1

Staff For A Development Block

(Basic type of Community Projects)

The staff required is as in a National Extension Service development block plus the following additional personnel:—

Village-Level Workers (Women)	..	2
Stockmen (Veterinary)	..	2
Messengers (Veterinary)	..	2
Medical Officer	..	1
Compounder	..	1
Sanitary Inspector	..	1
Lady Health Visitor	..	1
Midwives	..	4
Sweepers	..	2
Senior Clerk	..	1
Class IV staff	..	1
Driver	..	1

The key functionary in the programme is the multi-purpose village-level worker. The Ministry of Agriculture established 34 extension training centres as early as 1952 in the various States in India with substantial aid—financial and technical—from the Ford Foundation of the U.S.A. As the current demand for personnel of this category has greatly increased, 49 such centres are already functioning. Some of the existing centres are working in double shifts.

Training Centres

The extension training centres generally admit boys who have a rural background and who have studied up to the matriculation standard followed by a year in an agricultural school. The extension training course is for a period of six months, during which intensive training is given in the fields of agriculture, animal husbandry, public health, co-operation and panchayats, social education and

village industries. The purpose is not to create a specialist in one particular field but a multi-purpose worker who will be the link for bringing to the village the technical knowledge, methods and supplies of the different technical departments. Provision has also been made for selected personnel to receive a year's training in basic agriculture before they start their six months' course at the extension training centre. There are 56 centres which are giving training in basic agriculture.

A number of extension training centres are also being provided with special wings designed to provide training in extension methods to specialists at the block level, including extension officers in agriculture and animal husbandry. Of the existing 49 extension training centres, 17 have been selected for this purpose. The training is given in groups and is for a period of about two months. These subject-matter specialists are known as Group-Level Workers.

The Ministry of Food and Agriculture has also attached new wings to 18 extension training centres to provide for the training of village blacksmiths, carpenters and other craftsmen. Another item which is receiving increasing attention under this programme is that by which village women are being trained as Gram Sevikas with a view to looking after the needs of village women. Twenty-five home science wings have been attached to extension training centres for the training of gram sevikas. In addition, the Kasturba Gram Sevika Institute in Indore and the Shivaji Education Society, Amravati, have taken up the responsibility of training gram sevikas for the Community Projects. The Ministry of Food and Agriculture is making arrangements to expand the present capacity to meet the requirements of the second Plan period.

The second Five Year Plan has laid particular emphasis on the development of cottage and small-scale industries and the adoption of co-operative methods for the supply of credit, co-operative farming, storage and marketing. To provide extension services in these fields,

steps are being taken to train the required personnel. The Ministry of Food and Agriculture has undertaken to organize, through the Reserve Bank of India, eight centres for the training of Block-Level Extension Officers (Co-operation). Arrangements have also been made to give refresher courses to officers in the States who have already had adequate training in co-operation. Over 300 officers are receiving such training in co-operation.

For the training of Block-Level Extension Officers (Cottage Industries), arrangements have been made by the Ministry of Commerce and Industry and the Ministry of Production at the four Regional Institutes of Small-scale Industries in Calcutta, Madras, Bombay and Delhi, and at the four Khadi Gram Udyog Vidyalayas at Nasik, Ahmedabad, Kallupatti and Nilokheri.

Extension training centres are also being utilized for the training of village school-teachers and village leaders in the multi-purpose needs of village life, so that they can team up with the multi-purpose village-level workers to provide the necessary leadership at the village level.

The Ministry of Health is running three training centres in the field of public health. These centres conduct extension training for six weeks in order to give a public health bias to the team of public health workers attached to the projects, as also to the instructors in public health employed at the extension training centres for village-level workers.

The Ministry of Community Development is at present running eight Social Education Organizers' training centres in which two courses are given a year, lasting five months each, for the training of Social Education Organizers to function as specialists at the block level. As indicated earlier, the N.E.S. programme provides for the appointment of two social education organizers—a man and a woman—at the block level. An expansion in the number of these training centres is already under examination to provide for the training of an increased number of workers corresponding to needs during the second Plan

period. Candidates for this training are usually drawn from graduates who have studied history and rural economics and have experience of and interest in rural life.

The Ministry of Community Development is also running three centres for the training of Block Development Officers. These centres are designed to run four to five courses a year of a duration of eight weeks each. The candidates drawn for this course are from the existing administrative and technical services and from the general public in accordance with their familiarity with and aptitude for the human side of administration.

Apart from these special training centres, the programme has indicated the need for a substantial expansion in the existing training schemes for overseers, health personnel of all categories, agriculture, animal husbandry and co-operation. The State Governments are taking speedy steps to expand existing facilities for training in all these fields to meet the demands for basic personnel for manning the graded programme.

Apart from the institutional training mentioned above, there is in progress a scheme of in-service training at all levels for key staff. Periodic seminars are an integral feature of the Community Projects and NES programmes. The C.P.A. has, since 1953, been conducting a series of inter-State seminars covering key personnel up to the highest level. From October 1955 to December 1956, 13 such seminars were held. These seminars are not only attended by key project personnel but also by a number of Heads of Departments and non-officials such as members of Project Advisory Committees, members of legislatures and village leaders. The purpose of these seminars is to review the programme with the aim, firstly, of sharing the knowledge and experience of persons concerned with the programme and, secondly, of evolving a common approach based on such experience. Subjects like increases in agricultural production, cottage industries, co-operation, work among women and children, people's participation, train-

ing and administration are discussed at these seminars.

Other methods employed to provide in-service training are the organization of study tours, refresher courses and the production of literature and allied extension aids. Already three teams, including senior officers and members of the project staff from a number of States, have completed study tours. "Bharat Darshan" tours, which are organized from time to time on the initiative of the Development Commissioners of the States, also offer opportunities for an interchange of ideas and acquiring of first-hand knowledge of the progress of the development programme in various States.

As a training aid, the Ministry of Community Development is producing, with the help of the Ministry of Information and Broadcasting and other Ministries at the Centre, a series of handbooks, manuals, pamphlets, posters, film strips and films covering all facets of development visualized under the programme. Songs are being composed which portray the scheme through the medium of music. Thus every conceivable medium is being tapped to produce knowledge which can permeate all functionaries and people covered by the programme. Extension as a technique for the transmission of the message of modern knowledge to the door of the "Forgotten Man" is being attempted on a universal scale. "Unto this last" is receiving a fresh field trial. In the process, provision is being made for the training and utilization of a vast number of middle class intelligentsia who are at present largely unproductive.

A complete list, with the location of the various training centres in current operation, is given in Appendix I. Appendix II gives the categories of personnel which had been trained or were under training at the end of July 1956.

CHAPTER IX

THE SCORE BOARD

The objective behind the Community Programme is to develop a proper outlook and approach among the villagers and to create circumstances whereby they can improve their living conditions through their own efforts with state assistance. While in the implementation of the programme this object is kept in the forefront, physical achievements are equally emphasized because it is through work that the spirit will grow.

The physical achievements during the last four years of working of the Community Development Programme have not been inconsiderable. The programme started on October 2, 1952, with 55 projects covering nearly 30,000 villages and a population of about 20 million. The coverage has gradually increased. Within a year of the inauguration of the programme, another set of 55 Community Project blocks was approved, in which work started in October 1953. At the same time, the Government approved the National Extension Service, which is the most comprehensive programme of rural welfare ever launched. Indeed, considering its magnitude, it is perhaps the biggest endeavour of its kind anywhere in the world. This parallel programme started with an initial allocation of 252 blocks in 1953.

Target Set

The entire country is to be covered by the National Extension Service by the end of 1960-61 and Rs. 200 crore has been allocated for the purpose in the second Five Year Plan. In all, 3,800 new NES blocks will be started during the second Plan period, of which not less than 40 per cent will be converted into Community Development

blocks of the more intensive type. The year-wise phasing of these blocks will be :

Year	No. of NES Blocks	No. of NES Blocks to be converted into CD Blocks	Remarks
1956-57	.. 500	250*	*Allotted towards the end of 1955-56 and work started on or after 1.4.1956. The cost of development in these blocks is, therefore, to be regarded as a spill-over from the first to the second Five Year Plan.
	plus 172*		
1957-58	.. 650	200	
1958-59	.. 750	260	
1959-60	.. 900	300	
1960-61	.. 1,000	360	
Total	.. 3,800	1120	
	(Plus 172*	Plus 250*)	

Present Coverage

The target for the first Five Year Plan was fixed at 1,200 blocks, covering 120,000 villages with a population of nearly 79 million.

The number of blocks in operation and already allotted totals 1,797, as indicated in the table below:—

Series	No. of Blocks allotted	No. of Blocks started	Approximate No. of villages covered by Blocks	Approximate population in millions
Post Intensive Blocks				
1952-53	.. 206	206	27,388	16.9
1953-54	.. 53	53	8,682	4.4
C. D. (converted N.E.S. Blocks)				
1955-56	.. 152	152	21,438	12.4
1956-57	.. 250	250	35,752	18.3
N.E.S. Blocks				
1954-55	.. 105	105	13,906	7.9
1955-56	.. 252	252	35,767	17.7
1956-57	.. 496	496	49,600	32.7
1957-58	.. 283	—	28,300	18.7
Total	.. 1,797	1,514	2,20,863	129.0

Out of 2,20,863 villages supporting 129 million people, 33,260 villages with about 52 million people are covered by

12234

the Community Programme, while 1,27,603 villages supporting over 77 million people have come under the orbit of the Extension Programme.

Although nearly 60 per cent of the total rural population still remains outside the orbit of the programme, the extent of the present coverage is, nonetheless, stupendous. The population covered is larger than the populations of most of the countries of South-East Asia and many of the more advanced countries of the West. But our land is a sub-continent and the economic condition is such that development cannot wait. Realizing this, the Government has fixed the end of the Second Five Year Plan period as the target date by which the entire country should be covered by the Extension Programme.

As already indicated, the projects were started on different dates. While the earlier projects have already produced appreciable results, they have also prepared the field for the later projects to get stride without passing through the initial difficulties that pioneer projects of this nature have to face.

A review of the operation of the programmes launched up to the end of September 1956 indicates that the physical achievements have been remarkable. Progress has been made in all aspects of development—agriculture, animal husbandry, land reclamation, irrigation, health, education, arts and crafts, cottage industries and the co-operative movement.

Some Highlights

From the launching of the programme in October 1952 up to September 1956, more than 14,026,000 maunds of chemical fertilizers and 61,46,000 maunds of improved seeds were distributed and 7,73,000 acres of land were brought under fruit and vegetable cultivation.

In all, 3,838 key village centres were started and nearly 20,000 pedigree animals and 2,95,000 pedigree birds were supplied for breeding purposes.

In suitable areas where fisheries are being developed several million fingerlings were supplied. Vast tracts of



Model village in a project area

Many villages now have paved streets



Play-time for children



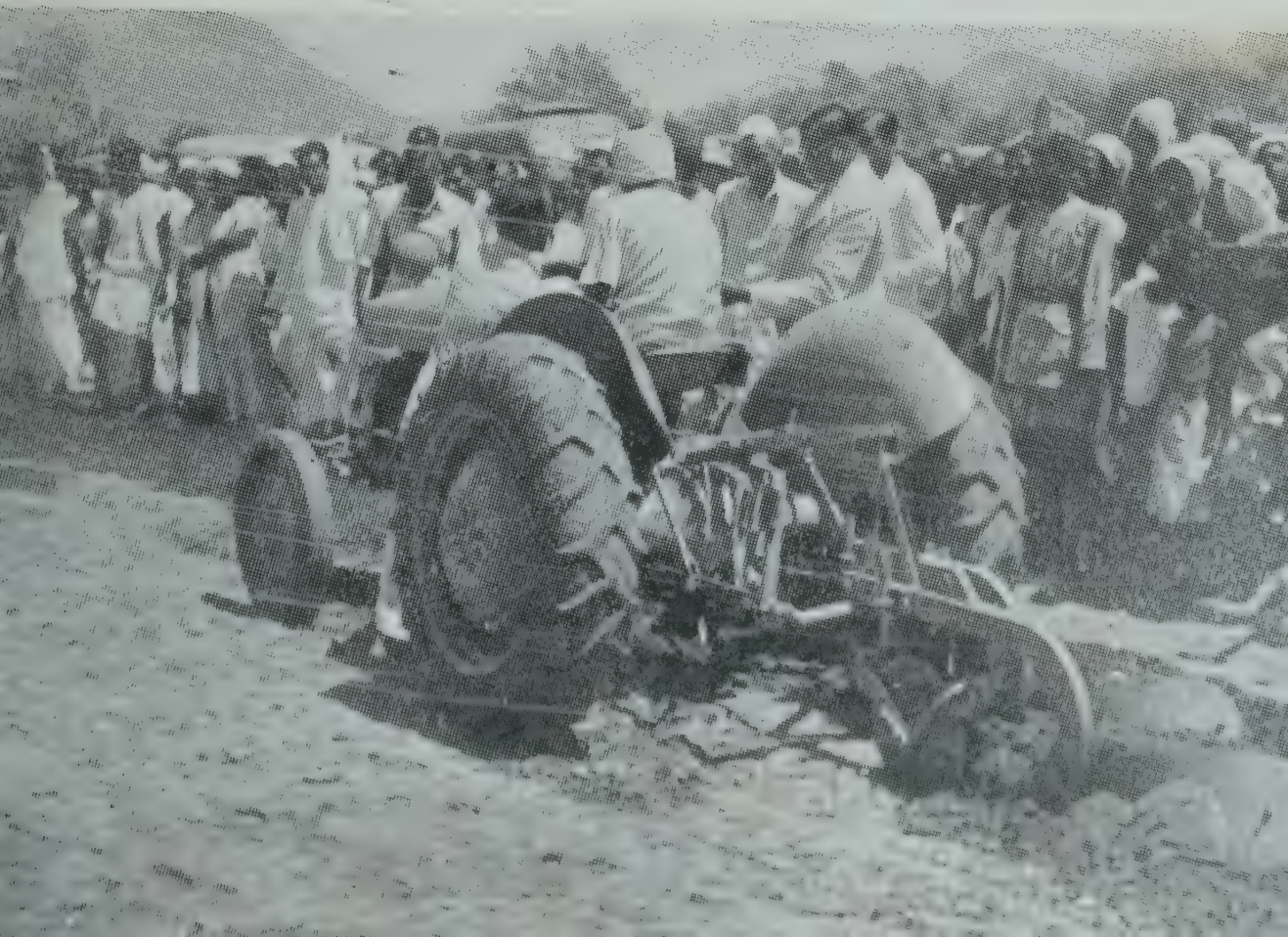
Fertilizer gives a bumper crop of sugarcane





**Fine specimen of
stud-bull**

Demonstration of tractor-ploughing



**Villagers clearing a
drainage channel**



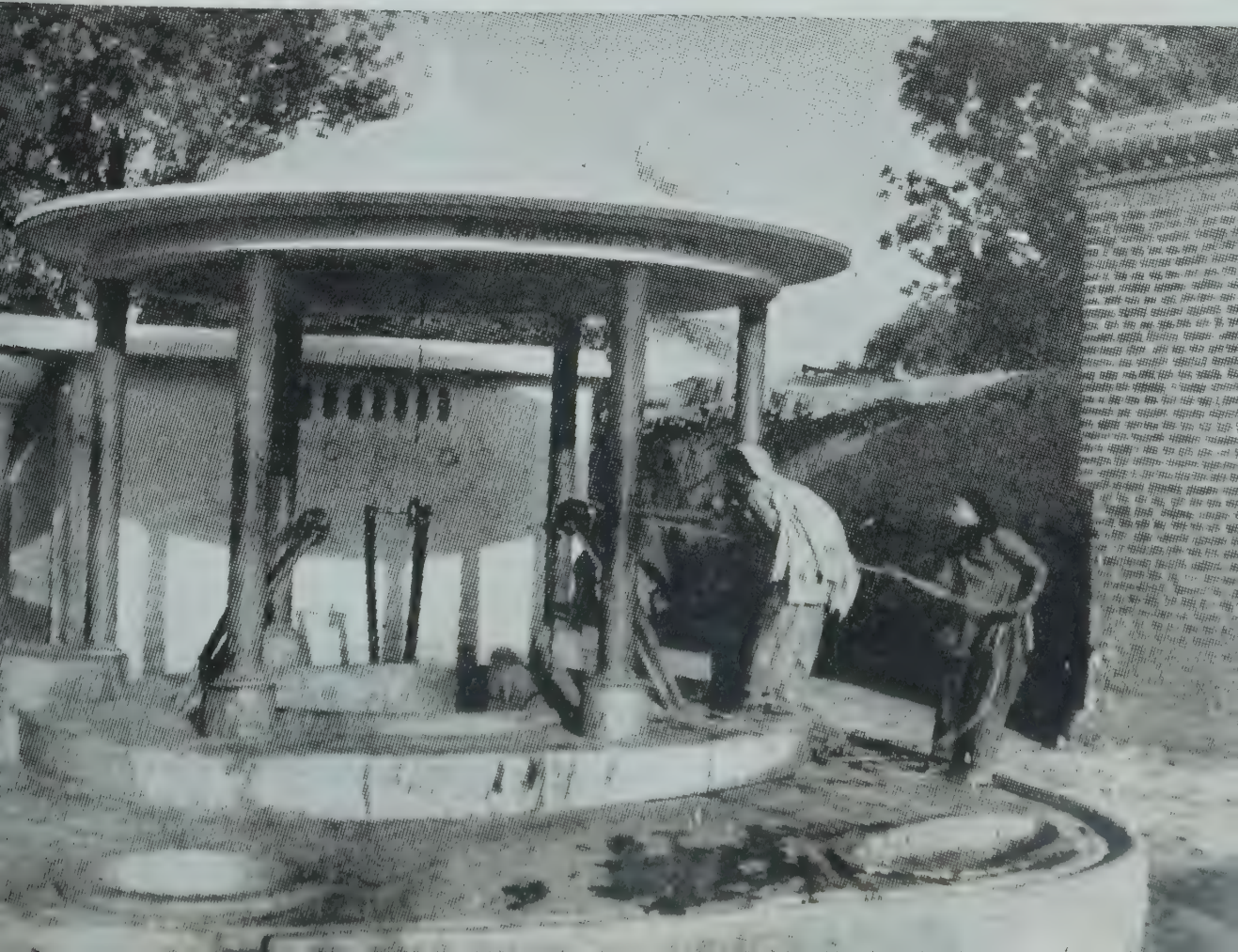
Digging a new well





OFFICE OF THE
REGIONAL HOME ECONOMICS
RAJENDRANAGAR, HYDERABAD
(Post Himayathsagar)

Water taps in a Rohtak village

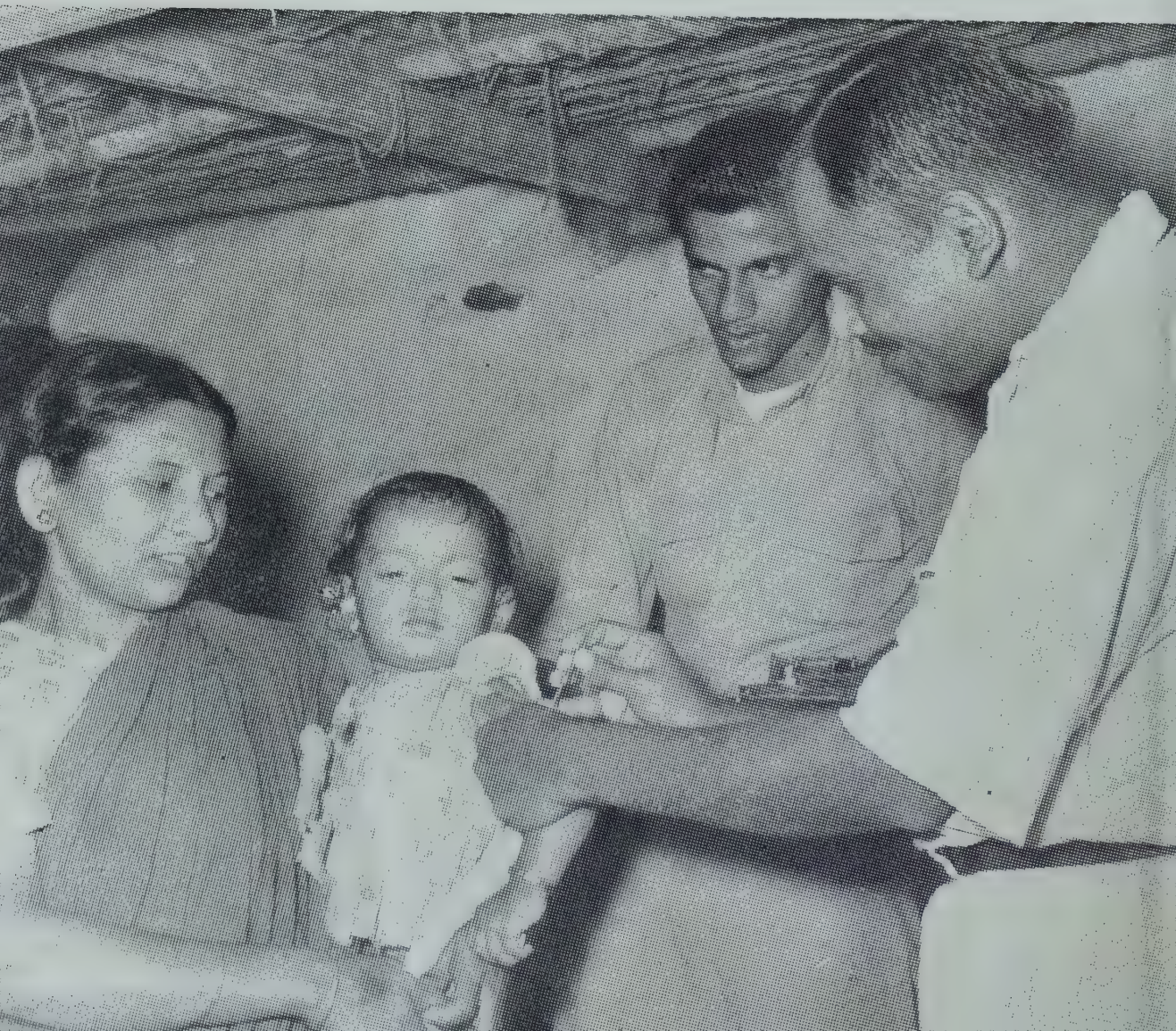


A modern sanitary covered well



Animal sheds
too, are sprayed
with DDT

Vaccinator at work

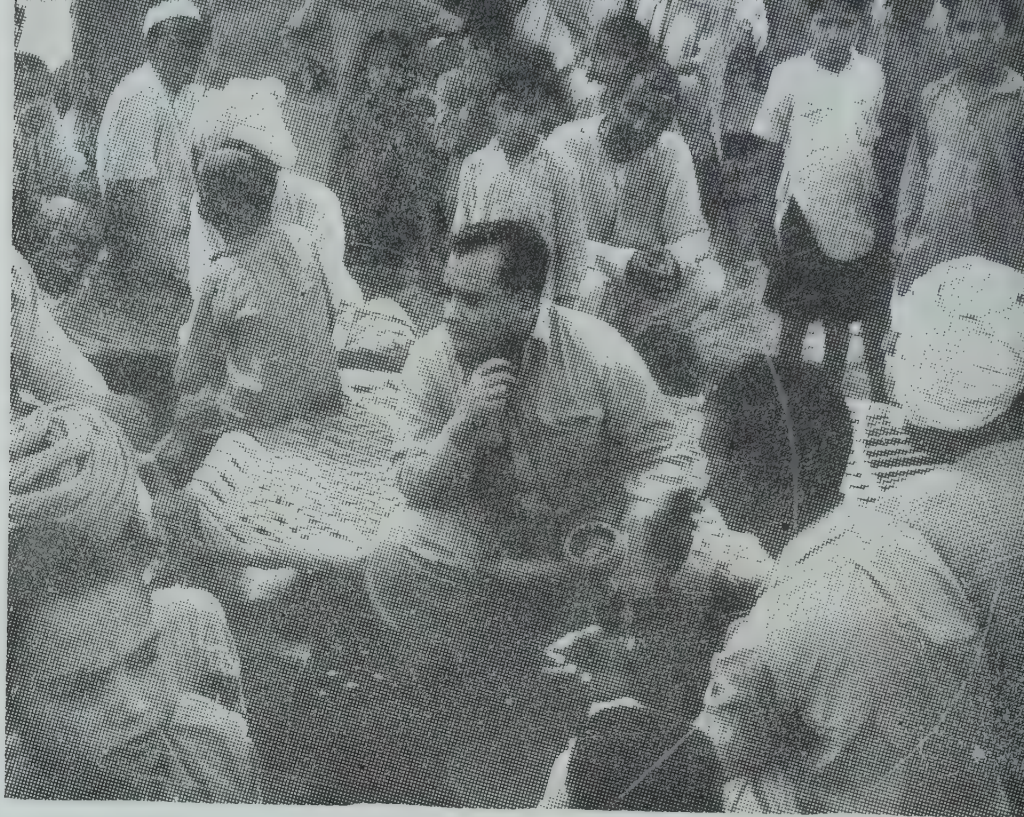


Children learn gardening at basic school



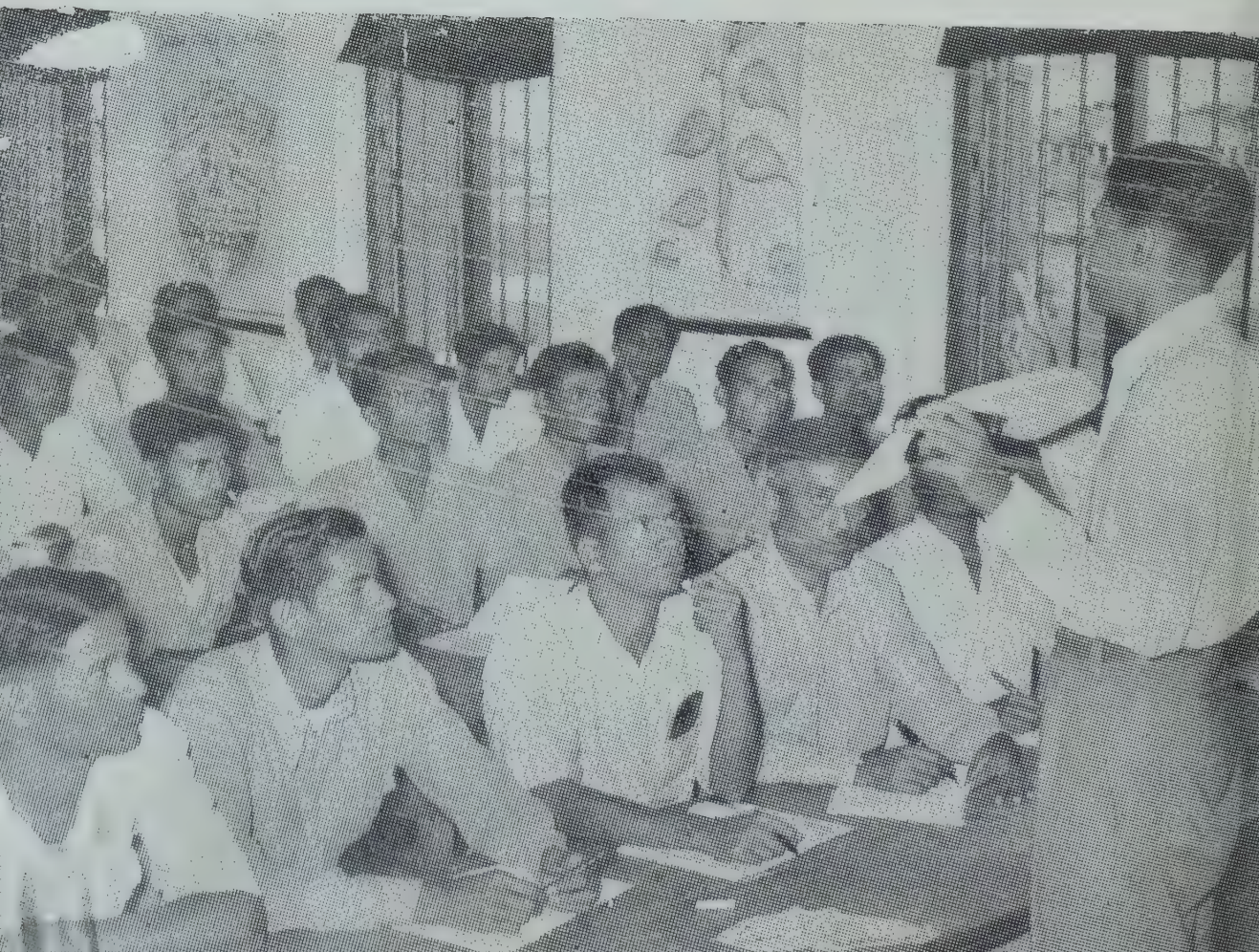
Art class for village boys





Block Development Officer talking with villagers

Training class for gram sevaks





Gram Sevika learning to spin

Farmers instructed in use of iron plough





Villagers constructing a nullah by shramdan

Social education organizers under training



virgin lands were opened up and put under the plough. More than 16,67,000 acres of land were reclaimed. In addition, more than 28,50,000 acres were brought under irrigation.

The number of primary health centres set up was 981. During the period nearly 9 lakh yards of drains were dug. Newly constructed and renovated wells numbered 1,40,000.

Educational facilities were provided in increasing measure both to young and old in the project areas. Nearly 20,000 schools were added, of which 7,794 were of the basic type. About 53,000 adult education centres were started.

In many areas, the villagers gave topmost priority to communications. Mass enthusiasm in this aspect of the development programme indeed reached a new height, resulting in the construction of nearly 50,000 miles of new roads—long enough to traverse the entire length of India more than 20 times. Of these, about 7,135 miles were pucca roads. Demonstration-cum-training centres started for the development of rural arts and crafts exceeded 2,000.

People's Contribution

A very encouraging feature of the progress of work has been the extent of the people's contribution. This shows that the programme, as its sponsors wished, has taken root in the minds of the people and they are taking an intelligent and active interest in its implementation.

In the projects and blocks so far started, as against a total amount of Rs. 56.3 crore spent by the Government up to September, 1956, the people's contribution in cash, labour and kind was valued at Rs. 33 crore, or 59 per cent of the Government's expenditure.

Our countryside is poor. There is no surplus land, nor is there much spare money among our people. Man-power is of course there, and a good portion of it is idle. A large part of the people's contribution has, therefore, been in the form of labour. But contributions in cash and

kind have not been unsubstantial either. By coming forward freely with their contributions, the people have shown their earnestness for and faith in the programme.

Employment Effect

A reference may also be made to the employment aspects of the programme. It should be realized, however, that fuller employment is part of a wider economic and social policy. In order to create an impact on the employment situation this policy has to be applied and sustained over a period of years. Nonetheless, by the operation of the Community Projects, scope for employment has been created in a variety of jobs for all classes of people. To start with, a large number of skilled personnel are required. These are Project Officers, Block Development Officers, village-level workers, social education organizers, teachers and specialists in agriculture, animal husbandry, health, engineering, etc. For the first Five Year Plan period the total number of skilled personnel required for the projects was estimated at 84,000. When the entire country is covered under the National Extension Service during the second Five Year Plan period, the total number of trained personnel working in the projects will be of the order of 434,000.

Besides the direct employment provided above, there will be expansion of economic activity in the various tertiary sectors, including cottage, small-scale and village industries. With increased agricultural production and with the larger purchasing power of the villagers, the demand for consumer goods and miscellaneous services will increase. Small industries and subsidiary economic activities are expected to grow in the villages to fulfil these new needs. Occupations provided to people in this way will be an indirect contribution of the Community Development programme in the sphere of employment. Tentative estimates made in some of the project areas, where development in the tertiary sectors has taken place, show that the indirect employment provided to the people is nearly

2½ times the direct employment under the Community Projects.

Another feature of the working of the programme is that by utilizing the idle manpower available in the countryside it reduces under-employment, which is a feature of the villages, and utilizes the spare hours of people for constructive activities for the welfare of the community.

Trained Personnel

Another development which is of far-reaching importance to the Indian economy has been the setting up of a large number of institutions for training the right type of personnel required for the Community Development programme. Nearly 200 such institutions have been set up already in different parts of the country to train such personnel. They include village-level workers, who have to work in the villages, social education organizers, who have been charged with the responsibility of educating the people in their rights and obligations in a Welfare State, Block Development Officers, each of whom has to take administrative charge of a unit of 100 villages, and various other types of auxiliary personnel in the spheres of health, sanitation, co-operation, cottage and village industries, etc. These institutions have been placed on a permanent basis and many more will be established in future so as to produce the right type of trained personnel for India's development services.

CHAPTER X

PROGRAMME IN THE SECOND PLAN

The All-India Conference of Development Commissioners, which is held once every year to plan for future operations based on the previous year's experience on the all-India front, discussed, in a conference in May 1955, an overall programme which would cover the entire country with the N.E.S. by the end of the second Five Year Plan, i.e., March 1961. The intensive programme known as Community Development will have covered nearly 40 per cent of the country by that date.

The amount to be spent in the NES and Community Development blocks during the second Five Year Plan has been slightly reduced. This has been necessitated by the fact that the entire country has to be covered with the NES from within the allocation of Rs. 200 crore made in the Plan for the NES and Community Projects.

According to the revised estimated expenditure for a period of three years, the total cost of a NES block will be Rs. 4 lakh instead of Rs. 4½ lakh, and that of a Community Development block will be Rs. 12 lakh instead of Rs. 15 lakh. (These are exclusive of Rs. 3 lakh per block by way of short-term credit provided by the Reserve Bank of India for co-operatives). Provision has been made for a subsidy on private irrigation works. This subsidy will be shared between the Central and State Governments. Of the government expenditure of Rs. 4 lakh in the NES block, there is a provision of over Rs. 1 lakh for medium-term loans for minor irrigation. The remaining amount is utilized for transport, office equipment, local works, social education, schools, hospitals, etc., and the cost of administration.

Out of an expenditure of Rs. 12 lakh provided for a Community Development block, more than one-third is accounted for by medium-term loans for agricultural purposes and rural housing. The rest is spent on different aspects of the Community Development programme, in-

cluding animal husbandry, agricultural extension, health and rural sanitation, education, social education, communications, rural arts and crafts and industries and administration.

In order to assist in keeping up the tempo of work in Community Development blocks which will have completed their period of operation and reverted to a post-intensive phase during the second Five Year Plan, a provision of Rs. 30,000 per annum per block has been made for a period of three years. Of this amount, Rs. 5,000 will be spent on social education and Rs. 25,000 on local works.

An 'ad hoc' provision of Rs. 5 crore in the overall budget of Rs. 200 crore has been made for certain special items like model villages, sample surveys, pilot projects, research, publications, etc.

Details of the budgets for N.E.S. and Community Development blocks are given in Appendices IV and V.

Selection Of Areas

In the beginning, areas were selected for development on recommendations made by the State Governments, based on the compelling needs of the areas and their available resources. This procedure, however, was not free from criticism. Selection of areas was then based on a novel method, viz., the progress of local works in a particular area.

These works were executed by the people with assistance provided jointly by the Planning Commission and the State Governments, and consisted mainly of works for rural welfare. As these schemes were spread all over the country, the selection of areas to be taken up under the N.E.S. programme was determined by the extent of progress that the area had made in the local works programme. In other words, the NES programme by and large was allotted to the highest scorers in the field of self-help. In like manner, the Community Development programme was allotted to N.E.S. areas which had scored highest in the utilization of governmental provisions and their own resources under self-help.

During the second Plan period also the actual allotment of blocks will continue to be made on the progress of work shown, the people's response to the programme, the availability of fully trained personnel and other relevant factors. Scope for increased agricultural production will also be an important factor. N.E.S. blocks will be converted into Community Development blocks only if they have reached a certain level of performance.

This procedure implies that the Government will help only those who help themselves. Experience under this programme indicates that the so-called backward areas are the most prolific in community effort under self-help. Therefore, the procedure also tends to do justice eventually to the areas relatively neglected so far. It also brings about healthy competition between the States and the regions involving officials, non-officials and the people of the different areas. The procedure gives an even chance to all to qualify for government support, based on community effort but free from power politics.

The second Plan has made the village the basic planning unit. In the traditional pattern of our country's economic set-up this was bound to be so. Now that the Plan is to cover the entire country with the N.E.S. and 40 per cent of the country with the Community Development programme by 1960-61, it will be possible for the government machinery to plan for progress under the N.E.S. and Community Development programmes as part of the development plan for the country as a whole. The two will be closely linked, encompassing between them the totality of the government machinery. It will enable "growth from below", that is, from the village upwards, because the village councils are to plan the programmes of their own development while the village people will implement them on the ground. In the process it will be possible to build up the planning and executive machinery all along the line from the ground up to the Centre, the people and their representatives being closely associated with the programme at every step of the planning ladder.

CHAPTER XI

PEOPLE'S ORGANIZATION—THE CRUX OF THE PROGRAMME

In a totalitarian system of government the party and the machinery of government can afford to be one. In a government based on democracy, however, it is of the utmost importance that the two agencies remain distinct from each other, yet move together in the same direction.

At the Central level, we have the Nation's Parliament and the Cabinet of Ministers to provide the people's leadership to the machinery of government. The official machinery is provided by the permanent services in the Secretariat and their associate Departments. At the State level, the counterpart of Parliament is the State Legislature, and of the Central Cabinet the State Cabinet of Ministers. The State Secretariat, with its attached Departments, provides the counterpart of the Central machinery of government. At the district level, the machinery of government exists today with the Collector as the chief functionary. But on the people's front a representative institution has yet to come. The District Board, as it exists today, is not infrequently a moribund institution representing the people very inadequately, much less taking full charge of the affairs of the district. The same holds good at the sub-division, block and village levels. Therefore, in larger or smaller measure, the government machinery functions from the district downwards only in indirect response to the needs of the people.

Panchayats and local bodies functioned in the past under an alien regime. They remained in one form or another almost defunct, with little or no roots, much less financial resources. The eyes of the articulate rural people being turned towards the neon lights in the towns, the countryside was faction-ridden and so were its representative institutions.

The Community Projects and the N.E.S. visualize the creation of popular representative organizations in the

form of panchayats, vikas mandals, gram sewa sanghs, gram mangal samitis and multi-purpose co-operative societies. The adalati panchayats in Orissa and the village vigilance committees of Andhra are encouraging examples of people's institutions taking a leading role in the management of the affairs of the village. The first essential pre-requisites to the movement of the programme are the relatively liberal provision of finance and administrative as well as technical guidance. These give village institutions and their members the opportunity, for the first time, of complementing the work of the machinery of government and of one another in community efforts based on self-help, instead of indulging in factions and party feuds.

The primary emphasis placed on arbitration in local disputes takes the sting out of prolonged legal proceedings between disputants and obviates the resultant feuds and rivalries which are carried from generation to generation. Individuals today who are victims of money-lenders and pawnshop owners can receive short and long-term aid in finance from multi-purpose co-operative societies, which are given top priority in the programme.

If these village agencies can be suitably energized and trained through work and self-help directed to the reconstruction of the community, responsible leadership will grow organically from the ground upwards to man the people's representative institutions from the village to the block, from the block to the sub-division, from the sub-division to the district, from the district to the State legislature and from the State legislature to Parliament. For obvious reasons, the pattern of development has to be left to the people themselves, to be developed organically with the primordial forces of nature shooting from the grass roots up, encompassing the nation as a whole in a new dance of creation. The people's organization, the executive organ of the Welfare State in its final shape and in the interim stage of the programme should look more or less as in the tables in Appendix III.

CHAPTER XII

PEOPLE'S SERVANTS

The administrative set-up which free India inherited from the British was designed for perpetuating colonial rule. Dreaded by the masses and despised by the politicians, government servants in the pre-Independence era functioned as the agents of the alien rulers in complete isolation from the people. When freedom came, they therefore had not only to grapple against the heavy odds of popular distrust but also to labour under the load of their own conscience, tormented by a sense of guilt for not having contributed anything towards the attainment of Independence.

In the Community Development programme they at last found a creative outlet in which they could prove their mettle. Despite the atmosphere of contempt in which the the government agency began to function immediately after the dawn of our Independence, it succeeded in being guided to the establishment of order out of chaos. It has also acquitted itself creditably in its endeavour to extend the beneficent voice of the Government to the large masses of people in the countryside. The programme that faces us in the context of today is one of rationalizing the order that arose out of chaos and of imparting a voice rid of fear to the dumb and mute of centuries. Appreciable strides are already in evidence even in this direction.

In the Welfare State which the citizens of India have resolved to build for themselves and posterity, we expect the Government to be of the people. The servants of the State are covenanted to serve the people. They have been enjoined to function so in all Departments, especially in the Community Projects Administration, where the servants of the State and the people are finding a new testing-ground of their good faith and camaraderie.

Government officers from the top down to the village level have, by and large, undergone a radical transformation in habits and outlook. In fact, the pressure of this programme has already begun to exhaust our key workers, to the detriment of their health and well-being.

A new taste of the joy of the work with the people is proving attractive enough to serve as an incentive to many who are at present outside the arena.

Like yogic exercises on the human system, the programme is bringing up ailments in the government apparatus which have been lying dormant. While technical competence grows in direct contact with the problems on the soil, those who occupy key positions on grounds of seniority alone are being exposed and cast aside.

The man of the village no longer need tremble in fear of the policeman and the magistrate, unless he is a criminal or is imbued with like propensities. No longer need he be afraid of entering the government farms maintained to serve as demonstration centres for him. The policeman and the magistrate and the farm superintendent, with the full complement of supervisors and intermediary staff, are bent on one single purpose, namely, to serve at the behest of the people. It is up to the people of the villages to make use of these government agencies maintained for their service and at their expense.

CHAPTER XIII

THE ULTIMATE MASTER

In the ultimate analysis it is the villager himself who can guarantee the success of Community Development. Once he is aware of his opportunities, the final pattern of his life will be determined only by himself, by the spare time, the spare earnings and the active interest he can muster for his own betterment and the building of his community.

Land in India today produces about a third of what it does in other countries. Yet our land is not less fertile, nor are our people less virile nor less intelligent. If we are to provide the wherewithal for the building of "New India", we must produce more from the soil. This can be done if the farmers in the project areas take full advantage of the agricultural measures visualized in the programme.

People can work hard if they are in good health. They can be so if they act up to the preventive measures advised by the health agencies under the programme. It is joy that produces. To have that exuberance of the spirit, it is necessary for the people to raise their stature by taking advantage of the social education programme with all its recreational facilities.

A farmer in India in non-irrigated areas has about six months to spare in the year. Landless labour has roughly eight months in the year to idle away. If even a quarter of this idle time were used for building roads and schools, in improving village drainage, creating open parks, play-fields and grazing grounds, in rebuilding residential houses and attending to the thousand other necessities of life, the limited government finance provided under the programme could be multiplied several times. The programme is more than economic. It is also aimed

at providing social security and opportunities for the millions.

It is not enough for a few well-to-do people to get richer, in the process leaving the bulk of the people where they were. Towers are good to look at from a distance, but they serve little purpose in life in its rugged day-to-day march forward. The purpose of extension is to raise the level of the bulk, of the "Last Man", otherwise it remains an illusion.

As the scheme makes progress, the people of the villages will come to see that the doctor, the veterinary assistant, the sanitary inspector, the agricultural supervisor and the policeman are there to help. The villager will learn that his counsels are heeded and that in the end he is the architect of his own future.

CHAPTER XIV

"INQUILAB ZINDABAD"

The battle continues. One phase of the Inquilab was over on August 15, 1947, the day of release from the shackles of foreign rule. The other phase began immediately afterwards.

A vital landmark in this new phase was the launching of the Community Projects. It was a proclamation of war against poverty, disease and ignorance—the triple enemies that have sucked the vitals of our people. It is significant that action started on the birthday of the Father of the Nation.

The battle must be won, the battle to bring in the plenty we longed for—plenty of food, plenty of clothes, plenty of shelter, plenty of concord, and all that we need for a fuller life, so that India should live again.

The first phase of the battle was one of destruction. It was relatively easy and short. The new phase is one of construction. It is arduous and long. The forces released after the withdrawal of alien rule are being harnessed. New forces are being unleashed—forces that will build and create out of the debris of the past. It is a challenge.

Sixty million families living in the countryside have to be aroused to their "Right to Live". They have to be awakened to their obligations to the Welfare State we are pledged to build. They have to acquire new knowledge, new ways of life and a will to a fuller and richer life.

This is the objective of the Community Development and N.E.S. programmes. It is a new resolve, a new pilgrimage on the Road to New India—the Welfare State now in the making.

CHAPTER XV

WIDER HORIZON

"Muscles can do it"

"Muscles can be trained to do it"

"Conditions can be created to do it"

These are the three tenets of faith that inspired the giant effort known as the Community Projects. Ideologies of many shades and colours rend the sky. But hunger, disease and ignorance cannot be cured by mantrams, loud lamentations or denunciations. The world has seen enough of bloodshed and feud. Yet man today is more afraid than he ever was. This primordial fear has to be banished. It can be banished, for with science at our disposal today we can have all we need.

The untapped resources of India are stupendous. They are aching to wake into motion. But Alladin's lamp does not work miracles in this age of unbelief. Sweat and tears alone do. Tears springing from sweat have a sanctity of their own. The Great Past was based on the sweat of generations of great people in this land.

If the glory is to revive, many an unborn generation will have to dedicate itself to sweat alone. This is what the Prime Minister of India meant when he said years ago:

"This generation is sentenced to hard labour."

India served as a beacon light in troublous times. If she can rebuild herself in an orderly fashion she will have set an example for many other lands, and perhaps she will have also discovered the key to unlock the gate of the World State, the "New World" yet to be. The land of Gautama Buddha and Shankaracharya, Nanak and Kabir, Ashoka and Akbar will be disloyal to itself if it is to play any other role.

"Destination Man"

The motto of the Community Projects is "Destination Man." A Project will succeed to the extent that it can approach this objective. It will fail to the extent that it leaves "Man" behind and attempts to push things alone to the fore.

Man comes into being through joy and love. Man grows to his stature through sweat and his muscles. Man reaches his consummation through realization—physical, mental and spiritual. Each one has to travel along all the stages of the road. There is no short-cut. The Community Projects are designed to be the first step on the long road. The road is to be built by the people themselves, to be travelled by the people themselves, to be outgrown by the people themselves.

APPENDIX I

EXTENSION TRAINING CENTRES

(Specially set up for Project Personnel)

No.	State		District	Location
1	2		3	4
1.	Andhra ..	..	West Godavari	Gopanapalam
2.	—do—	..		Kalahasti
3.	—do—	..		Rajendernagar
4.	—do—	..	East Godavari	Samalkot
5.	Assam ..	..	Sibsagar	Jorhat
6.	—do—	..		Upper Shillong
7.	Bihar ..	..	Monghyr	Monghyr
8.	—do—	..	Muzaffarpur	Muzaffarpur
9.	—do—	..	Patna	Patna
10.	—do—	..	Ranchi	Ranchi
11.	Bombay	..	Kaira	Anand
12.	—do—	..		Manjri
13.	—do—	..	Baroda	Baroda
14.	—do—	..	Junagadh	Junagadh
15.	—do—	..	Kolhapur	Kolhapur
16.	—do—	..		Parbhani
17.	—do—	..	Chanda	Sindewahi
18.	Jammu & Kashmir			Nasimbagh
19.	Kerala ..	..		Kottarakara
20.	Madhya Pradesh	..	Gwalior	Antri
21.	—do—	..	Betul	Betul
22.	—do—	..		Gandhinagar
23.	—do—	..	Nowgong	Nowgong
24.	—do—	..	Hoshangabad	Powerkheda
25.	—do—	..		Tharsa
26.	Madras ..	..		Bhavanisagar
27.	—do—	..		Gandhigram
28.	—do—	..		T. Kallupatti
29.	Mysore ..	..		Dharwar
30.	—do—	..		Mandya
31.	—do—	..		Munirabad
32.	Orissa ..	..	Puri	Bhubaneswar
33.	—do—	..	Bolangir	Bolangir
34.	Punjab ..	..	Gurdaspur	Batala
35.	—do—	..	Patiala	Nabha
36.	—do—	..	Karnal	Nilokheri

No.	State	District	Location
1	2	3	4
37.	Rajasthan	.. Kotah	Kotah
38.	—do—	..	Sheeganj
39.	Uttar Pradesh	.. Lucknow	Bakshi-ka-talab
40.	—do—	.. Bulandshahr	Bulandshahr
41.	—do—	.. Jhansi	Chirgaon
42.	—do—	.. Ghazipur	Ghazipur
43.	—do—	.. Gorakhpur	Gorakhpur
44.	—do—	.. Almora	Hawalbagh
45.	West Bengal	.. Burdwan	Burdwan
46.	—do—	..	Chinsurah
47.	—do—	.. Nadia	Fulia I
48.	—do—	.. Nadia	Fulia II
49.	H. Pradesh	.. Chamba	Mashobra
Social Education Organizers' Training Centres			
50.	Madras	.. Madurai	Gandhigram
51.	Punjab ..	.. Karnal	Nilokheri
52.	West Bengal	.. Birbhum	Sriniketan
53.	Andhra	.. Hyderabad	Himayatsagar
54.	Bombay	.. Baroda	Baroda
55.	West Bengal	.. Howrah	Belur Math
56.	Rajasthan	.. Udaipur	Udaipur
57.	Bihar ..	.. Ranchi	Ranchi
58.	Uttar Pradesh	.. Allahabad	Allahabad
Block Development Officers' Training Centres			
59.	Bihar ..	.. Ranchi	Dipatoli Camp
60.	Punjab ..	.. Karnal	Nilokheri
61.	Andhra	.. Hyderabad	Himayatsagar
Public Health Orientation Training Centres			
62.	Madras	.. Madras	Poonamallee (Madras)
63.	West Bengal	.. Hoogli	Singur
64.	Delhi ..	.. Delhi	Najafgarh
Training Centres of Extension Officers (Co-operation)			
65.	Andhra ..	..	Himayatsagar (Rajendar Nagar)
66.	Bombay	..	Bhavnagar
67.	Madras	..	Tirupati
68.	Orissa ..	..	Gopalpur
69.	Punjab ..	..	Ladda Kothi
70.	Rajasthan	..	Kotah
71.	Uttar Pradesh	..	Faizabad
72.	W. Bengal	..	Kalyani

No.	State	District	Location
1	2	3	4

Training Centres of Extension Officers (Industries)

73.	Bombay	..	Fort (Veer Nariman Road)
74.	Bombay	..	Ahmedabad
75.	Bombay	..	Trimbak Vidya Mandir
76.	Delhi	..	New Delhi
77.	Madras	..	Gandhiniketan Ashram
78.	Madras	..	23, Nugambakkam High Road
79.	Punjab	..	Nilokheri
80.	Madhya Pradesh	..	Wardha
81.	West Bengal	..	Calcutta

Basic Agricultural Schools/Wings

82.	Andhra	..	B.A.S. Anakapalli
83.	—do—	..	B.A.S. Bapatla
84.	—do—	..	B.A.W. Gopanna- palam
85.	—do—	..	B.A.W. Kalahasti
86.	—do—	..	B.A.S. Nandyal
87.	—do—	..	B.A.W. Samalkot
88.	—do—	..	B.A.S. Rajendra- Nagar
89.	Assam	..	B.A.S. Khanapara
90.	—do—	..	B.A.W. Khanapara
91.	—do—	..	B.A.S. Jorhat
92.	—do—	..	B.A.W. Jorhat
93.	Bihar	..	B.A.S. Dumka
94.	—do—	..	B.A.S. Gaya
95.	—do—	..	B.A.S. Pusa
96.	—do—	..	B.A.S. Sepaya
97.	—do—	..	B.A.S. Tiril (Ranchi)
98.	Bombay	..	B.A.S. Amravati
99.	—do—	..	B.A.S. Junagadh
100.	—do—	..	B.A.W. Sindewahi
101.	—do—	..	B.A.S. Parbhani
102.	Kerala	..	B.A.S. Ollukara (Lucknow)
103.	—do—	..	B.A.S. Perookada
104.	—do—	..	T.A.S. Talimp- aramba

No.	State	District	Location
1	2	3	4
105.	M. Pradesh	..	B.A.W. Bhopal
106.	—do—	..	B.A.S. Chand- khuri
107.	—do—	..	B.A.S. Gwalior
108.	—do—	..	B.A.S. Indore
109.	—do—	..	B.A.S. Jabalpur
110.	—do—	..	B.A.S. Nowgong
111.	—do—	..	B.A.W. Powar- kheda
112.	—do—	..	B.A.S. Satrati
113.	—do—	..	B.A.S. Waraseoni
114.	Madras	..	B.A.S. Aduthurai
115.	—do—	..	B.A.S. Bhavani- sagar
116.	—do—	..	B.A.S. Kovilpatti
117.	—do—	..	B.A.S. Pattukotai
118.	—do—	..	B.A.S. T. Kallupatti
119.	Mysore ..	..	B.A.S. Anekal
120.	—do—	..	B.A.S. Munirabad
121.	—do—	..	B.A.S. Somanhalli
122.	Orissa ..	..	B.A.W. Bolangir
123.	—do—	..	B.A.S. Balasore
124.	—do—	..	B.A.S. Dhenkanal
125.	—do—	..	B.A.S. Ganjam- pathara
126.	Punjab ..	..	B.A.W. Batala
127.	—do—	..	B.A.S. Nabha
128.	—do—	..	B.A.W. Nilokheri
129.	—do—	..	B.A.S. Sirsa
130.	Rajasthan	..	Kotah
131.	—do—	..	B.A.S. Sawai Madhopur
132.	—do—	..	B.A.S. Udaipur
133.	Bengal ..	..	B.A.W. Chinsurah
134.	—do—	..	B.A.S. Cooch Behar
135.	—do—	..	B.A.S. Kalyani
136.	—do—	..	B.A.S. Krishnagar
137.	Himachal Pradesh ..	..	B.A.S. Wildflower Hall

APPENDIX II

CATEGORIES OF PERSONNEL TRAINED AND UNDER TRAINING TILL THE END OF JULY 1956

S. No.	Category	Number of Personnel	
		Trained	Under Training
1.	Village-Level Workers (extn.) ..	17,060	5,443
2.	Village-Level Workers (basic) ..	8,313	3,836
3.	Group-Level Workers	2,166	208
4.	Social Education Organizers (men)	1,537	358
8.	Block Development Officers ..	1,268	90
6.	Social Education Organizers (tribal)	51	22
7.	Block-Level Extension officers (Ind.)		
	(i) Small-scale Services Institutes	143	148
	(ii) Khadi Board Mahavidyalaya ..	142	77
5.	Social Education Organizers (women)	634	139
9.	Block-Level Extension Officers (Co-operation)	384	394
10.	Health Personnel (orientation) ..	935	43
11.	Artisans (workshops)	111	158

APPENDIX III

CHART FOR PEOPLE'S ORGANIZATION IN A STATE

State Legislature

District Boards

Sub-Tehsil Boards
(Block Boards)

Village Development Council

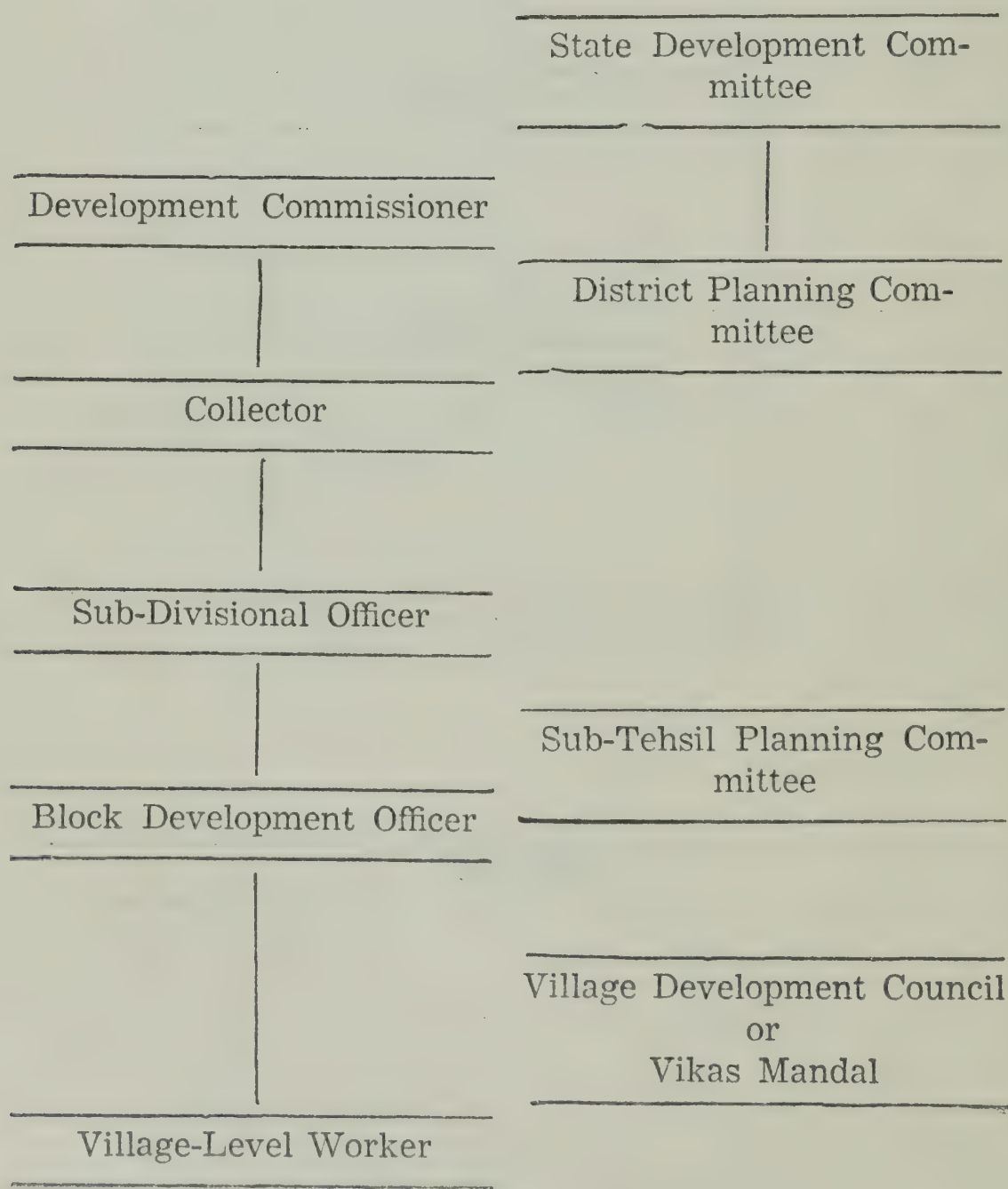
PEOPLE

305-100
12234 NS7

APPENDIX II:

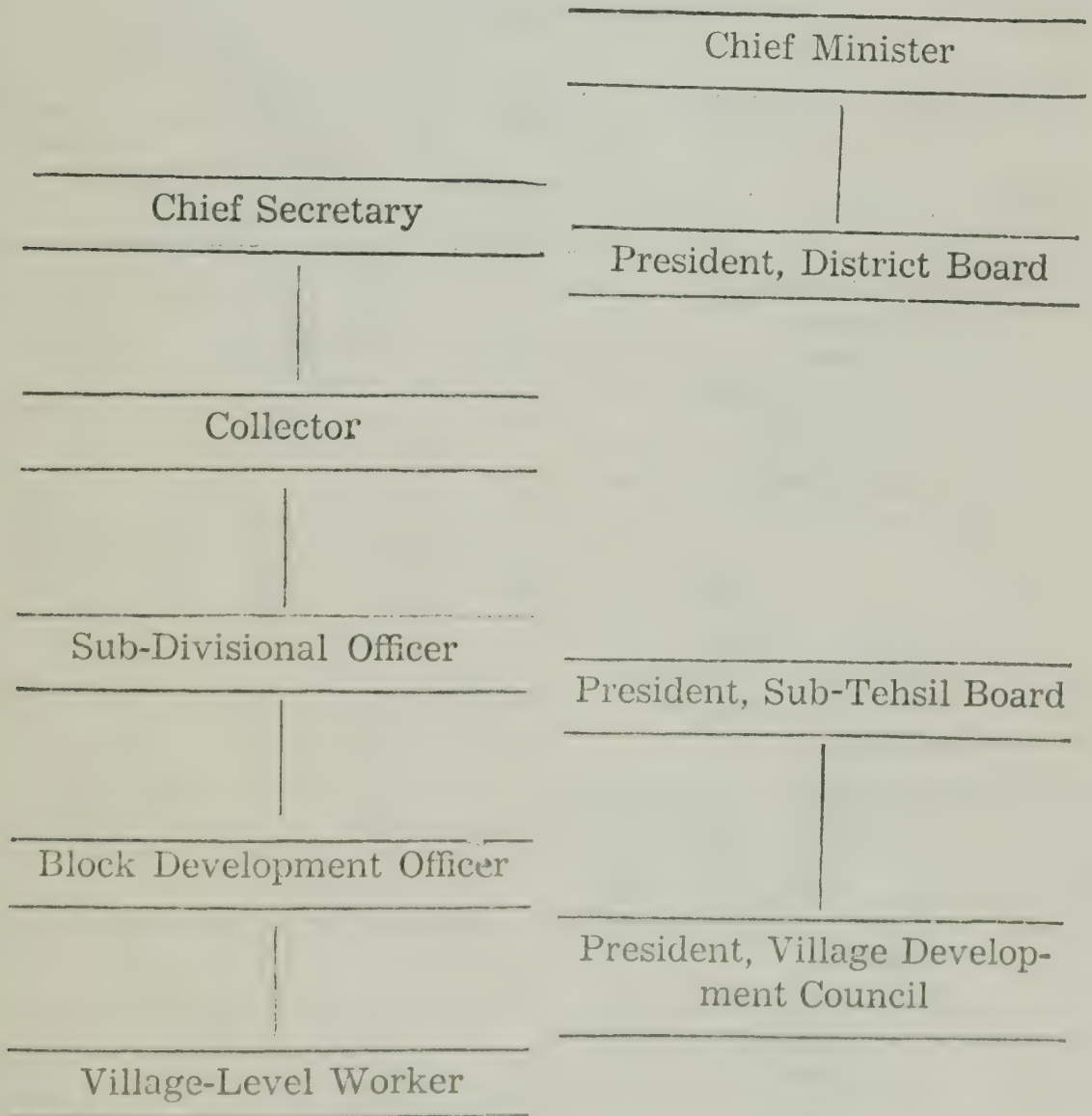
CHART 2

State Executive Organization for the Welfare State (INTERIM)



APPENDIX III
CHART 3

State Executive Organization for the Welfare State
(FINAL)



APPENDIX IV

ESTIMATED EXPENDITURE ON A COMMUNITY DEVELOPMENT BLOCK (BASIC TYPE) FOR 3 YEARS

(This budget is only intended as a guide and is to be adjusted according to local conditions under the powers delegated to State Governments)

(Figures in lakhs of rupees)

Head	Total	Recurring	Non-recurring	Loan	Other than loan
1	2	3	4	5	6
I. Block Headquarters					
(a) Personnel ..	2.00	2.00	—	—	2.00
(b) Transport (3 jeeps) ..	0.45	—	0.45	—	0.45
(c) Office equipment, furniture, etc. ..	0.15	—	0.15	—	0.15
(d) Project office, seeds store, information centres, etc. ..	0.25	—	0.25	—	0.25
TOTAL ..	2.85	2.00	0.85	—	2.85
II. Animal husbandry and agricultural extension demonstration equipment ..					
	0.10	—	0.10	—	0.10
III. Irrigation ..					
IV. Reclamation (including soil conservation, contour bunding, rural electrification or any other self-financing scheme connected with agriculture) ..					
	4.00	—	4.00	3.50	0.50
V. Health and rural sanitation					
1. (a) Dispensary recurring expenditure ..	0.20	0.20	—	—	0.20
(b) Dispensary building ..	0.10	—	0.10	—	0.10
(c) Dispensary equipment ..	0.10	—	0.10	—	0.10
2. Drinking water supply ..	0.50	—	0.50	—	0.50
3. Drainage and sanitation ..	0.25	—	0.25	—	0.25
TOTAL ..	1.15	0.20	0.95	—	1.15

Head	Total	Recur- ring	Non- recurring	Loan than	Other loan
VI. Education ..	0.70	0.20	0.50	—	0.70
VII. Social education (including audio-visual aids, and women's youth and children's programmes) ..	0.70	0.40	0.30	—	0.70
VIII. Communications ..	1.00	—	1.00	—	1.00
IX. Rural arts, crafts and industries ..	0.50	0.25	0.25	—	0.50
X. Housing for project staff, and rural housing ..	1.00	—	1.00	1.00	—
GRAND TOTAL ..	12.00	3.05	8.95	4.50	7.50

Analysis of cost :

(i) Cost of one Community Development block ..	Rs. 12.00 lakh
(ii) Share of Centre : 75% of non-recurring non-loan expenditure, 50% of recurring expenditure plus Rs. 4.50 lakh loan ..	Rs. 9.36 lakh
(iii) Share of State Government ..	Rs. 2.64 lakh

APPENDIX V

ESTIMATED EXPENDITURE ON A NATIONAL EXTENSION SERVICE BLOCK FOR 3 YEARS

(This budget is only intended as a guide and is to be adjusted according to local conditions under the powers delegated to the State Governments)

(Figures in lakhs of rupees)

Head	Total	Recur- ring	Non- recurring	Loan	Other than loan
1	2	3	4	5	6
I. Block Headquarters					
(a) Personnel ..	1.00	1.00	—	—	1.00
(b) Transport equipment, furniture, etc. ..	0.10	—	0.10	—	0.10
(c) Project office, seeds store, information centres, etc. ..	0.25	—	0.25	—	0.25
II. Animal husbandry and agricultural extension ..	—	—	—	—	—
III. Irrigation (reclamation) ..	0.75	—	0.75	0.60	0.15
IV. Reclamation ..					
V. Health and rural sanitation	0.40	0.10	0.30	—	0.40
VI. Education ..	0.40	0.10	0.30	—	0.40
VII. Social education ..	0.20	0.20	—	—	0.20
VIII. Communications ..	0.30	—	0.30	—	0.30
IX. Rural arts, crafts and industries ..	—	—	—	—	—
X. Housing for project staff and rural housing ..	0.60	—	0.60	0.60	—
TOTAL ..	4.00	1.40	2.60	1.20	2.80

APPENDIX VI

BROAD FEATURES AIMED AT IN A COMMUNITY PROJECT AREA

1. *A Village Unit*—A village on the average consists of an approximate population of 500, distributed in about 100 families. The village should have the following amenities:—

- (i) Two surface wells or tubewells or tanks for drinking water;
- (ii) Adequate facilities for drainage;
- (iii) Agricultural extension service at the rate of one agricultural extension worker for every ten villages;
- (iv) Veterinary services through a veterinary hospital at the headquarters of the block and through peripatetic agencies;
- (v) Sanitary services through a sanitary inspector maintained at the block centre :
- (vi) At least half of the agricultural land if possible should be served with irrigation through irrigation canals, tubewells, surface wells, tanks and lift irrigation from rivers, lakes, etc.;
- (vii) A third of the area of the village should be kept reserved for village housing, grazing fields and fuel forests freshly planted, if not already existing. Culturable waste land should be reclaimed;
- (viii) The road system on the countryside should be so developed as to link every village within the block up to a maximum distance of half a mile from the village, the latter distance being connected by feeder roads through the voluntary labour of the village population, only the main roads being provided for and maintained by the State or other public agencies;

- (ix) Schools for primary education for all school-going children;
- (x) Primary adult education and recreation centre in the open air or in the village school; and
- (xi) Centres for fisheries (where facilities exist).

2. *A Mandi Unit*—Villages should be linked with a common market and a centre of other activities. Such units for the purpose of this project can be called Mandi Units and, unless already there, can be located as a nucleus of 15 to 25 villages depending on population. The Mandi Unit should include :

- (i) A middle or secondary school;
- (ii) A small dispensary connected with the primary health centre through a mobile health unit and having a lady health visitor, midwives and a sanitary inspector;
- (iii) An agricultural extension service sub-head-quarters;
- (iv) A post and telegraph office;
- (v) A transport service centre;
- (vi) A marketing centre;
- (vii) An arts, crafts and cottage industry centre;
- (viii) A marketing centre and storage godowns for agricultural produce;
- (ix) A shopping centre;
- (x) A community recreation centre;
- (xi) A model farm, including a horticultural garden, a seed multiplication centre and a breeding centre for birds and animals, with technical assistance provided; and
- (xii) An open air dispensary for peripatetic veterinary services.

N.B.—Due to financial strigency, the Mandi Unit has been omitted from the government-sponsored programme, it being hoped that the increased productivity in the project area as a result of the programme will in due course stimulate these centres through the private initiative of the local population.

3. *The Development Block*—Four to five Mandi Centres together with their satellite villages should constitute what may be called a 'Development Block'. The headquarters of the 'Development Block' should be a rural-cum-urban township. The area of a development block will approximate to a thana or a sub-tehsil in the existing framework of the State. The rural-cum-urban township should have :—

- (i) Residential accommodation;
- (ii) Water works and a distribution system for drinking water;
- (iii) Electricity, provided through a power station or a transformer sub-station, as the case may be;
- (iv) A shopping centre;
- (v) Industries covering arts, crafts and cottage, small and medium-scale industries;
- (vi) A post, telegraph and telephone office;
- (vii) A transport centre;
- (viii) Schools, primary, middle and high, preferably of the basic type;
- (ix) An agricultural school;
- (x) A primary health unit, consisting of 15 beds equipped for mobile work in the villages;
- (xi) Administrative offices and a police station;
- (xii) A dairy and poultry breeding centre;
- (xiii) A nursery;
- (xiv) A veterinary hospital; and
- (xv) A social education and community activity centre.

N.B.—Due to financial and other limitations, the rural-cum-urban townships have been omitted at present from the current government-sponsored programme. Instead, a Mandi Centre under the basic rural project has been provided at the headquarters of the block. This Mandi Centre, if properly planned in relation to the villages within the block, can eventually develop into a rural-cum-urban township through the independent initiative of the local population as a direct result of the increase in productive activity.

OFFICE OF THE
REGIONAL HOME ECONOMIST,
RAJENDRANAGAR, HYDERABAD-6.
(Post Himayathsagar)

OFFICE OF THE
REGIONAL HOME ECONOMIST,
RAJENDRANAGAR, HYDERABAD-6.
(Post Himayathsagar)



THE PUBLICATIONS DIVISION,
Ministry of Information & Broadcasting,
Government of India, Delhi